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Title of Document: Amendment No. 1 to the Conservation and Redevelopment Plan for the East Ocean View Conservation and Redevelopment Project

Prepared By: Norfolk Redevelopment and Housing Authority

Prepared For: NRHA and City of Norfolk

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Civic League(s)/Organization(s) Affected: East Ocean View, East Beach

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AMENDMENT NO. 1 TO THE
CONSERVATION AND REDEVELOPMENT PLAN FOR THE
EAST OCEAN VIEW CONSERVATION AND REDEVELOPMENT PROJECT

SEPTEMBER 1993

NRHA

PUBLIC HEARING, JULY 27, 1993

NRHA BOARD OF COMMISSIONERS ADOPTION, SEPTEMBER 13, 1993

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CITY COUNCIL APPROVED OCTOBER 19, 1993

September 1993

AMENDMENT NO. 1 TO THE CONSERVATION AND
REDEVELOPMENT PLAN FOR THE EAST OCEAN VIEW
CONSERVATION AND REDEVELOPMENT PROJECT

The Conservation and Redevelopment Plan for the East Ocean View Conservation and Redevelopment Project (the Original Plan) is hereby amended to change the proposed treatment of a portion of the original project area from conservation to redevelopment. The primary result of such change is to shift the emphasis from an effort to save and rehabilitate existing structures, to one of clearance for the purposes of blight eradication and to make the cleared land available for redevelopment by public or private enterprise. The Conservation and Redevelopment Plan for the East Ocean View Conservation and Redevelopment Project is also amended to identify several other individual parcels whose acquisition and clearance is necessary to achieve the objectives of the Plan. In order to carry out the desired change, the Original Plan is hereby amended as follows:

1. The Table of Contents of the Original Plan is amended as follows:

- a) Under paragraph "A.2 Boundary of the Redevelopment Areas" add a new subparagraph "c. 30th Bay Redevelopment Area."

- b) Change paragraph "B The Conservation Project Area" to read "The Project Area".
- c) Under paragraph "B.5 Description of Existing Conditions in Redevelopment Areas" add a new subparagraph "c. 30th Bay Redevelopment Area."
 - 1) Building Conditions
 - 2) Crime
 - 3) Environmental Conditions
 - 4) Real Estate Values
 - 5) Public Infrastructure
 - 6) Socioeconomic Conditions
 - 7) Summary
- d) Change paragraph "B. Project Proposals" to "C. Project Proposals"
- e) Under paragraph "C.1. Plan Objectives" add four new subparagraphs designated K), L), M) and N).
- f) Under paragraph "C.2. Property Acquisition" add a new subparagraph entitled "Types of Actions Proposed."
- g) Change paragraph "C. Land Use Plan" to "D. Land Use Plan"
- h) Under paragraph "D. Land Use Plan" add a new paragraph entitled "30th Bay Redevelopment Area Residential"
- i) Change paragraph "D. Other Provisions Necessary to Meet Federal, State, and Local Requirements" to "E. Other Provisions Necessary to Meet Federal, State, and Local Requirements" and renumber and supplement the existing

relocation provisions presently at paragraph D.2.

j) Change paragraph "E. Exhibits" to "F. Exhibits"

k) Under paragraph "F. Exhibits" add the following new paragraphs:

- 1) Plan Exhibit 1C, Land Acquisition Map for 30th Bay
Redevelopment Area.
- 2) Plan Exhibit 1D, Land Acquisition list for 30th Bay
Redevelopment Area.
- 3) Plan Exhibit 2A, Proposed Land Use Plan for area of
Amendment No. 1.
- 4) Plan Exhibit 3A, Photographs of 30th Bay
Redevelopment Area.

2. Paragraph "2. Boundary of the Redevelopment Areas" is hereby amended by adding a new paragraph as follows:

"c. 30th Bay Redevelopment Area

Beginning at the point of intersection of the eastern line of Shore Drive and the center line of the northwestern branch of Little Creek; thence eastwardly along the center line of the northwestern branch of Little Creek; thence eastwardly along the center line of the northwestern branch of Little Creek a distance of 2,400 ±' to an extension southwardly of the eastern line of 30th Bay Street; thence northwardly along such extension and the eastern line of 30th Bay Street a distance of 2,700 ±' to its intersection with the mean low water line of the Chesapeake Bay; thence westwardly along the mean low water line of the Chesapeake Bay a distance of 3,100 ±' to the eastern line of 21st Bay Street; thence southwardly along the eastern line of 21st Bay Street a distance of 480 ±' to its intersection with the northern line of Shore Drive; thence southeasterly along the eastern line of Shore Drive a distance of 2,200 ±' to the point of beginning.

3. Paragraph "5, Description of Existing Conditions in the Redevelopment Areas" is hereby revised as follows:

"5. Description of Existing Conditions in the Redevelopment Areas:

Statistics at the block level are not as extensive as those which are available on the planning district or census tract level. However, the information and data which are available for the three redevelopment areas, 3rd Bay, 21st Bay and 30th Bay, lead to the conclusion that each of the areas is blighted and needs to be cleared if the overall objectives of the plan are to be met.

Below is a summary of findings:"

4. A new subparagraph is added to paragraph 5 as follows:

"c. 30th Bay Redevelopment Area"

1) **Location:**

This area is bounded generally on the north by the Chesapeake Bay, on the east by 30th Bay Street; on the south by the northwestern branch of Little Creek and on the west by Shore Drive and 21st Bay Street. The area covers approximately 137 acres.

2) **Existing Land Use:**

(a) The Redevelopment area is predominantly residential. Of its 346 structures, 324 are residential, 21 are commercial and one (1) is institutional.

(b) Most of the commercial uses are located in the western and southern borders of the Redevelopment area and consist of small boat marinas and commercial enterprises which service or repair pleasure boats (both sail and power), commercial fishing/crabbing boats, a small seafood restaurant and a dry storage marina. On the east side of Shore Drive, north of Pretty Lake Avenue, there is a mix of retail commercial uses in one-story masonry buildings.

(c) The residential portion of the project area lies north of Pretty Lake Avenue, running three blocks to the beaches of the Chesapeake Bay. The majority of the structures in the residential area are multiple family apartment buildings which contain from two to six rental units. The density is so high that there is no outdoor recreation space, landscaping or other modern conveniences associated with a desirable residential environment. The majority of the

apartment units are drab and nondescript and have not received sufficient maintenance to keep them in good repair. The apartments, coupled with the parking lots constructed to serve them, occupy virtually all of the available land area, leaving no room for lawn, landscaping or other amenities.

3.) Building Conditions:

(a) In May 1992, the staff of Norfolk Redevelopment and Housing Authority updated the exterior survey conducted in 1988, referred to in paragraph B.4.a above. The exterior of every structure in the 30th Bay Redevelopment Area was visually inspected and classified based on staff observations. The same classification categories were used as described in paragraph B.4.a above.

(b) Of the 346 structures surveyed, only 18 structures (or 5%) of the buildings were identified as being in apparent good condition. Two hundred and fifty-six (or 74%) of the buildings were in fair condition. Twenty-one percent (or 72) structures are in such poor condition that rehabilitation appears infeasible. Deficiencies vary from structure to structure. Typical problems include: deteriorated roofing materials, flashing which has rusted through, trim and cornice boards which have rotted out, siding which is in need of repair or replacement, gutters and downspouts which have rusted through or come loose from the structure, and painted surfaces with loose, cracked, or peeling paint.

(c) It has been the Authority's experience over many years that interior inspections of properties such as those in the 30th Bay Redevelopment Area will reveal that more work is needed than is apparent from exterior inspections. Accordingly, a significant number of those originally identified as being in good condition will, upon closer interior inspection, be determined to be in fair condition and those in fair condition will be determined to be in poor condition.

4.) **Crime:**

(a) The 30th Bay Redevelopment Area has been plagued by a high crime rate for several years and despite the concentrated efforts of the Police Department crime remains a serious menace to the health, safety, morals and welfare of the community. The overall conservation and redevelopment project area was selected as one of the initial P.A.C.E. neighborhoods which is indicative of the seriousness of the crime in the Project Area.

(b) The 30th Bay Redevelopment Area is located within Planning District 7, which contains approximately 2.8% of the City's population. In 1991, Planning District 7 experienced 6% of all homicides in the City, 7% of all residential burglaries and 6% of all aggravated assaults. These crimes were over twice the City-wide average. Crimes reported by the Vice and Narcotics Divisions in the area were also significantly higher than the City-wide average. In

1991, 16% of all arrests for soliciting, 20% of all arrests for visiting a bawdy house and 31% of all arrests for prostitution were in Planning District 7. Statistics for drug arrests are not compiled by Planning District. However, the Police Department reports that a significant number of drug arrests have been made in the project area in recent years and that the rate of arrests for drug activities is higher than the City average.

(c) These crime rates, over twice the City-wide average and existing in spite of a concentrated police presence, in no small part results from the high density, blighted conditions in the 30th Bay Redevelopment Area.

5). Environmental Conditions:

(a) The project area is located within a neighborhood which has the second highest number of reported or observed environmental health problems in the City of Norfolk. During the period of July 1991 through March 1992, approximately 5.3% of the Health Department's field visits/services occurred in the planning district in which the project area is located. The total number of environmental health services rendered in this planning district during the most recent reporting period was 1,908 versus an average of 408 for all planning districts. (The services rendered at the public health service headquarters building were not included in these figures.)

(b) Environmental health problems which were most

prevalent in the 30th Bay Redevelopment Area include:

- Solid waste (trash, litter, garbage, discarded furniture and appliances, refuse, debris) which regularly accumulates both on private property and in the City streets.
- Inoperable motor vehicles (derelict cars) which are systematically removed through enforcement action but which recur on a regular basis on private property as well as on City streets.
- High weeds and grass which provides an environment not conducive to the public good.

6.) Real Estate Values:

(a) The value of real property in the 30th Bay Redevelopment Area has declined significantly during the past several years with a resulting loss in tax revenue. Based on estimates provided by the City of Norfolk Real Estate Assessor's office, the market value of multi-family apartment buildings with five (5) or more dwelling units has declined by approximately 29% between fiscal 1989 and July of 1992. The per unit assessed value of multi-family residential rental units has also declined significantly in recent years. Between fiscal 1987 and July of 1992 per unit values have declined from approximately \$22,000 to a range of \$10,000 - \$12,000 per unit.

(b) There are several reasons for the decline in property values and impairment of economic values. High density, with a lack of amenities, poor maintenance leading to blight and deterioration, a high crime rate, and the alarming number of vacant properties all threaten the general welfare of the area. Based on rental income reported to the City Real Estate Assessor's office, the vacancy rate for apartments in the area between Shore Drive and 30th Bay Street had increased to approximately 38% during 1991. This vacancy rate is over three (3) times the City-wide average and is consistent with the depressed condition of the area and the public's perception of this area as an undesirable place in which to live.

7). **Public Infrastructure:**

(a) Considerable public investment has been made in the infrastructure during the past several years. Pleasant Avenue and Pretty Lake Avenue have been widened, reconstructed and landscaped at considerable public expense. However, there still remain many public streets in the 30th Bay Redevelopment Area which are in poor state of repair or in need of rebuilding. East Ocean View Avenue from Shore Drive to its eastern terminus is in very poor condition and requires reconstruction. Twenty-third, 24th, 25th, and 26th Bay Street north of Pleasant Avenue lack curb, gutter, sidewalk and a driving

surface sufficient to meet modern standards. Additional street lights are needed. Public recreation space to serve the needs of over 1,000 households in a high density, deteriorated environment is badly deficient, limited only to the public beachfront.

8.) Socioeconomic Conditions:

(a) The population of the 30th Bay Redevelopment Area may be described as highly transient and poor. Of the approximately 1,500 dwelling units in the area only 2.7% were reported to be owner-occupied in the 1990 census of population. In 1991, the R. L. Polk City Directory indicates that only 16 dwelling units were owner-occupied. This equates to approximately 2%, compared to a City-wide average of 40%. This impermanence carries with it a lack of proper maintenance and a failure to care for the neighborhood. It encourages blight.

(b) The median household income in the area, as reported by the 1990 census of population, was \$16,473. This amount represents only 70% of the City-wide median household income. The percentage of households receiving public assistance (9.5%) is also above the City-wide average. The number of persons with incomes below the poverty level increased from 23.9% in 1979 to 31.2% in 1989, a 34% increase during a period when the City-wide average declined by 8.7%. The percentage of persons

below the poverty level in this area was 62% higher than the City-wide average.

9.) **Summary:**

(a) The 30th Bay Redevelopment Area is characterized by high density, substantially blighted, poorly designed, poorly maintained multiple unit apartments which have been developed adjacent to a substandard public infrastructure. The population is predominantly low-income and transient. High vacancy rates and decreases in property values, pervasive crime and disregard for the environment have made the area undesirable to good tenants. It is economically infeasible for owners of apartment buildings to maintain these properties in good condition, and the resultant blight and deterioration is manifest.

5. Paragraph C.1. "Plan Objectives" is hereby amended to add four new paragraphs as follows:

(k) The elimination of existing blight and deterioration, the correction of environmental problems and functional causes thereof, and the elimination of physical, social, and economic conditions which are a menace to the health, safety, morals and general welfare of the community.

(l) The efficient redevelopment of land acquired and cleared through proposed project activities and the establishment of sound and attractive commercial and

residential areas.

(m) The provisions of public improvements, facilities and amenities, including open spaces, an improved street system, and modernized public utilities to improve the quality of life among local residents.

(n) The improvement of the quality of life through quality in architectural design of buildings and the careful arrangement and location of public and private spaces and structures.

6. Paragraph C.2. "Property Acquisition" is hereby amended by adding a new subparagraph entitled "Acquisition in 30th Bay Redevelopment Area" reading as follows:

(a) Acquisition in 30th Bay Redevelopment Area

1. The Norfolk Redevelopment and Housing Authority will acquire all of the land within the 30th Bay Redevelopment Area as indicated on the Boundary and Acquisition Map, Exhibit 1C with the exception of public streets to remain open and certain buildings which may subsequently be determined to be feasible of rehabilitation and which contribute to the accomplishment of the purposes of the Conservation and Redevelopment Plan.

2. The buildings or improvements presently existing on acquired land will be demolished.

3. In coordination with the clearance activities,

improved public facilities will be provided, including underground utilities, new and improved streets, curbs and gutters, and other site improvements. Land will be made available for redevelopment by private and public enterprise as indicated on Exhibit 2A, Proposed Land Use Plan.

7. Paragraph "C. Project Proposals, 5. Public Improvements, subparagraph 3 "is hereby deleted and a new paragraph 3 is hereby added as follows:

"3. Widen and improve Pretty Lake Avenue from 3rd Bay to 8th Bay, and from 9th Bay to 13th Bay and from 18th Bay to 19th Bay."

8. Paragraph "D. Land Use Plan" is hereby amended by adding a new paragraph as follows:

"30th Bay Redevelopment Area Residential: residential uses with supporting commercial and recreational facilities."

9. Paragraph "E.2. Relocation" is hereby amended to read as follows:

The Norfolk Redevelopment and Housing Authority, through the Office of the Executive Director, will be responsible for the administration of the Relocation Program.

No occupant will be required to move from the acquired property until such time as decent, safe, and sanitary living accommodations can be offered the occupant at a rent or purchase price which is within his or her economic means. The Authority will make a

diligent and concentrated effort to effect the relocation of families and individuals in such a manner that is not disruptive or hurtful. Technical assistance and counseling will be offered to aid in the identification of replacement housing that is safe, sanitary, decent, and affordable. Each family and individual will be provided with lists of available housing within their financial means from the Authority's Housing Referral System.

The Relocation Program will function under the general direction of the Director of Housing and Renewal Services and its staff will be composed of the following personnel:

One Relocation Manager

Three Relocation Specialists

One Administrative Specialist

Two Inspectors

One Housing Resources Officer

The Relocation staff will:

1. Establish effective relationships with occupants, owners, and landlords within the area.
2. Determine occupant's needs and preference regarding relocation.
3. Issue relocation notices to all affected occupants.
4. Refer families and individuals to the appropriate social agencies.
5. Enlist the cooperation of real estate agents, home builders, civic groups, social agencies, and churches in locating suitable housing accommodations.

6. Perform inspections on relocation housing.
7. If applicable, assist potential home purchasers to secure appropriate financing and advise them of special aids available.

The following services, benefits or financial assistance will be provided to those displaced by the acquisition of property:

Residential Tenants

Tenants residing in rental housing will receive:

- A. Priority for Section 8 Certificates/Housing Vouchers
- B. Priority for admission to federally assisted housing for persons of low and moderate income
- C. Housing referral information both printed and verbal on the availability of comparable rental housing
- D. Transportation to look at alternative housing
- E. The return of up to three (3) months rent paid to NRHA by the tenant once NRHA acquires and begins management of the property

Owner-Occupied Residences

Homeowners who reside in owner-occupied dwellings will receive up to six (6) months free rent once NRHA acquires their property. All maintenance, utilities and property repair necessary for their occupancy is to be the responsibility of the occupant.

Business and Institutions

Businesses or institutions located in East Ocean View whose premises are acquired by NRHA will be eligible to receive up to six (6) months rent free occupancy, but the occupant will be

responsible for all maintenance, utilities, and repairs necessary for their occupancy.

10. EXHIBIT 2, PROPOSED LAND USE PLAN, is hereby amended and the land use proposed for that area located on the south side of East Ocean View Avenue from 7th Bay to 12th Bay and from 13th Bay to 19th Bay is changed from commercial to residential

11. EXHIBIT 2, PROPOSED LAND USE PLAN, is hereby amended and the land use proposed for that area located on the north side of Little Creek from 11th Bay to 19th Bay is changed from Public Recreation/Open Space/Public Facilities to Residential.

12. EXHIBIT 1B, PROPERTY IDENTIFIED FOR ACQUISITION, A. ACQUISITION OF PROPERTY TO ACHIEVE PROJECT OBJECTIVES, is hereby amended to include the following properties:

3711 Bayside Avenue

3851-3899 Bayside Avenue

3720-3760 East Ocean View Avenue

3800 East Ocean View Avenue

3802-3824 East Ocean View Avenue

3832 East Ocean View Avenue

3836-3846 East Ocean View Avenue

9610 7th Bay

9552 11th Bay

9524 13th Bay

9536 13th Bay

9611 14th Bay

9610 14th Bay

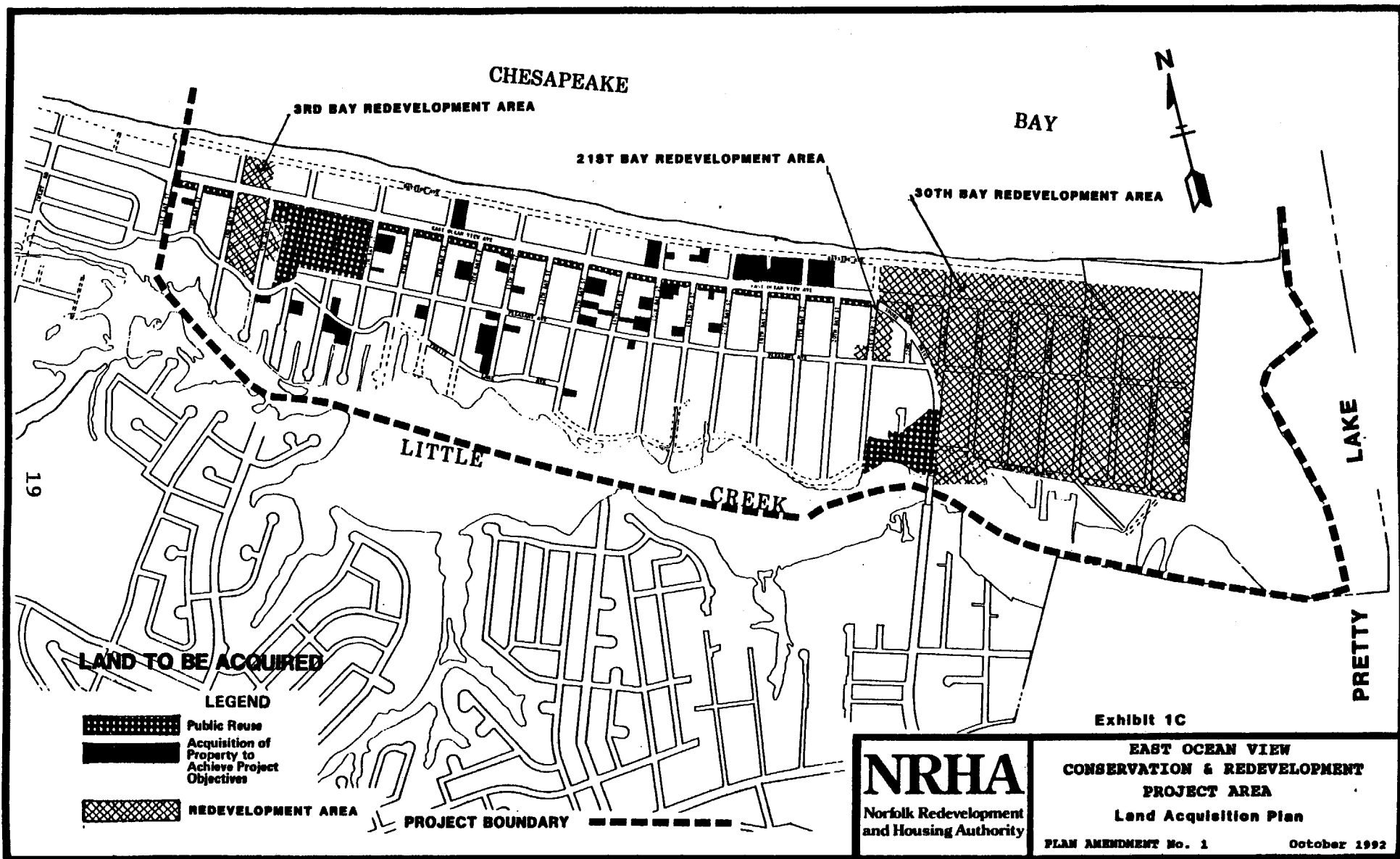
9614 14th Bay

13. Exhibit 1B, subparagraph 3, "Extension of Pretty Lake Avenue" is hereby deleted and the existing subparagraph 4, "East Ocean View Gateway" is renumbered as subparagraph 3.

14. EXHIBIT 1B, "PROPERTIES TO BE ACQUIRED FOR PUBLIC REUSE", is hereby amended to add the following:

4. 4th BAY PARK

9660 4th Bay



PLAN EXHIBIT 1D, LAND ACQUISITION LIST
FOR 30TH BAY REDEVELOPMENT AREA

Acquisition of Property to achieve Project Objectives

It is the intent of the Redevelopment Plan for the 30th Bay Redevelopment Area to acquire the property indicated on the Land Acquisition Map. To assist property owners in the affected area the following listing is provided to aid in the identification of parcels to be acquired.

4300 to 4398 Pretty Lake Avenue
4301 to 4399 Pretty Lake Avenue
4400 to 4498 Pretty Lake Avenue
4401 to 4499 Pretty Lake Avenue
4500 to 4598 Pretty Lake Avenue
4600 to 4698 Pretty Lake Avenue
4700 to 4798 Pretty Lake Avenue
4800 to 4898 Pretty Lake Avenue
4900 to 4998 Pretty Lake Avenue

4300 to 4398 Pleasant Avenue
4301 to 4399 Pleasant Avenue
4400 to 4498 Pleasant Avenue
4401 to 4499 Pleasant Avenue
4500 to 4598 Pleasant Avenue
4501 to 4599 Pleasant Avenue
4600 to 4698 Pleasant Avenue
4601 to 4699 Pleasant Avenue
4700 to 4798 Pleasant Avenue
4701 to 4799 Pleasant Avenue
4800 to 4898 Pleasant Avenue
4801 to 4899 Pleasant Avenue
4900 to 4998 Pleasant Avenue
4901 to 4999 Pleasant Avenue

4100 to 4198 East Ocean View Avenue
4101 to 4199 East Ocean View Avenue
4200 to 4298 East Ocean View Avenue
4101 to 4299 East Ocean View Avenue
4300 to 4398 East Ocean View Avenue
4301 to 4399 East Ocean View Avenue
4400 to 4498 East Ocean View Avenue
4401 to 4499 East Ocean View Avenue
4500 to 4598 East Ocean View Avenue
4501 to 4599 East Ocean View Avenue
4600 to 4698 East Ocean View Avenue
4601 to 4699 East Ocean View Avenue
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4800 to 4898 East Ocean View Avenue
4801 to 4899 East Ocean View Avenue

4900 to 4998 East Ocean View Avenue
4901 to 4999 East Ocean View Avenue

4101 to 4199 Bayside Avenue
4201 to 4299 Bayside Avenue
4301 to 4399 Bayside Avenue
4401 to 4499 Bayside Avenue
4501 to 4599 Bayside Avenue
4601 to 4699 Bayside Avenue
4701 to 4799 Bayside Avenue
4801 to 4899 Bayside Avenue
4901 to 4999 Bayside Avenue

9400 to 9498 Shore Drive
9500 to 9598 Shore Drive
9600 to 9698 Shore Drive

9600 to 9698 22nd Bay

9600 to 9698 23rd Bay
9601 to 9699 23rd Bay
9700 to 9798 23rd Bay
9701 to 9799 23rd Bay

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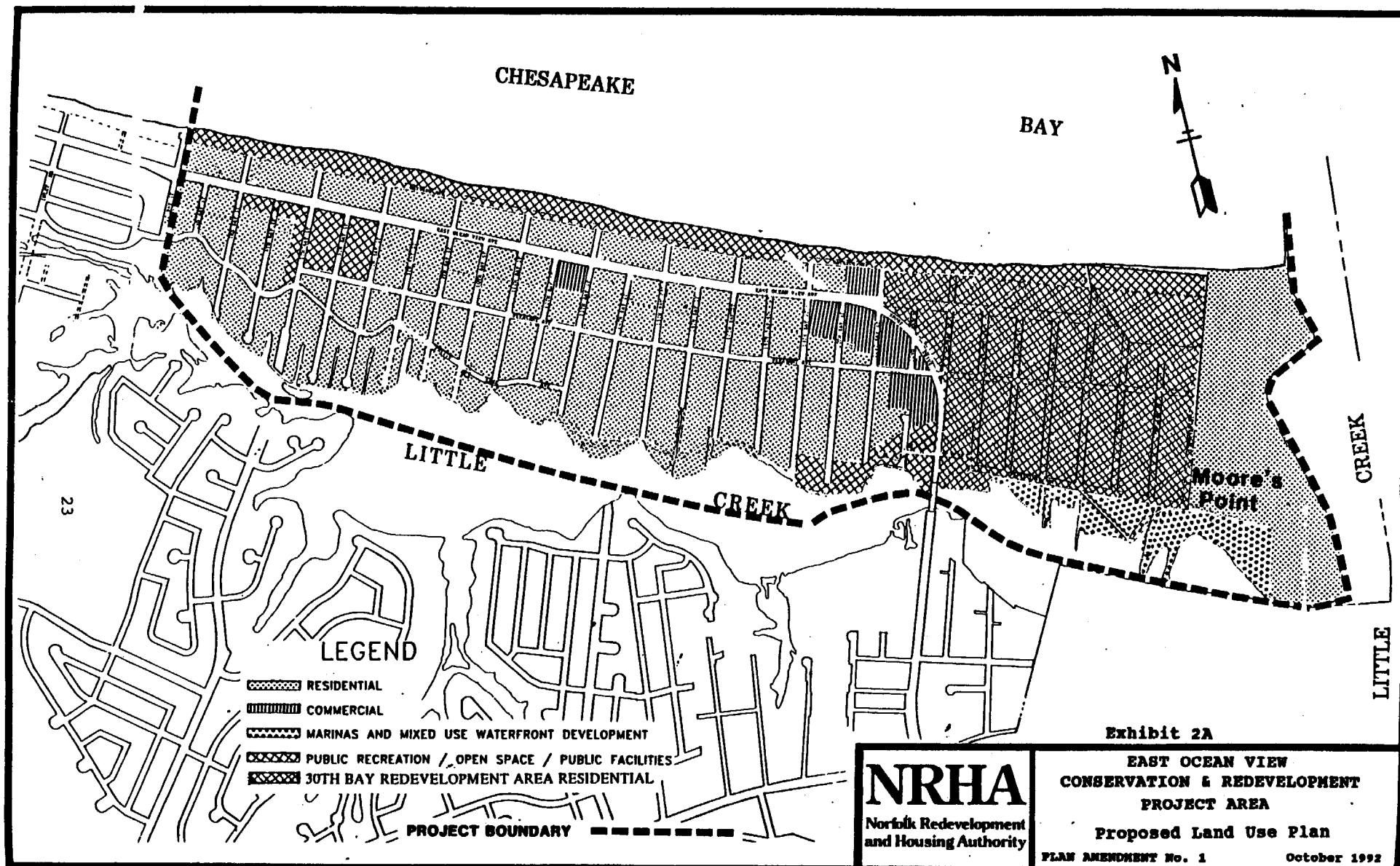


Exhibit 2A

**EAST OCEAN VIEW
CONSERVATION & REDEVELOPMENT
PROJECT AREA**

Proposed Land Use Plan

NRHA

Norfolk Redevelopment
and Housing Authority

PLAN AMENDMENT No. 1

October 1992

EXHIBIT 3A
PHOTOGRAPHS OF 30TH BAY
REDEVELOPMENT AREA

